DOCUMENT RESUME

ED 196 475 JC 810 010

AUTHOR Steele, Stephen F.
TITLE Evaluation of a Sexual Offenses Crisis Center: Outlining a Tested Procedure.
PUB DATE 10 Apr 80
NOTE 19p.: Paper presented at the Annual Conference of the Eastern Community College Social Science Association (Baltimore, MD, April 10, 1980)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Community Information Services: Counseling Services: *Crisis Intervention: Data Collection: *Evaluation Methods: Formative Evaluation: *Human Services: *Program Evaluation: Psychological Services: *Rape: Records (Forms): Summative Evaluation

ABSTRACT

The data collection procedures described in this report were designed to monitor and evaluate the performance of the Sexual Offenses Crisis Center in Annapolis, Maryland, for local, state, and federal agencies. After introductory material summarizing program evaluation criteria established by the Law Enforcement Assistance Administration, the report enumerates the Center's seven established goals. It then describes an ongoing data collection system, which was designed to record the number of people who contact the Center, the abuses they suffered, and the actions taken by the Center. The procedures used for assessing community impact and their findings are then described, revealing that the number of rapes that were reported increased a significant 57% in the year the Center opened, as compared to an increase of only 5.6% the year before. Finally, the report discounts the possible effects of an increased population and liberalized social attitudes on this statistical variance through a time trend examination of the change in the number of rapes per capita and through a comparison of Ann Arundel County rape statistics with those of a neighboring county without a crisis center. The forms used to monitor the activities of the Center are appended.

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EVALUATION OF A SEXUAL OFFENSES CRISIS CENTER: OUTLINING A TESTED PROCEDURE

by

Stephen F. Steele
Anne Arundel Community College
Arnold, MD 21012

The effectiveness of programs employed to remediate the impact of sexual assault and to control sexual assault in the community is a matter of concern for the program director and funding agencies alike. This work provides an overview of a procedure used to evaluate a sexual offenses crisis center. Discussed are the evaluation procedures and monitoring procedures as well as their evolution. A brief example of the time-trend projection technique is provided with its specific application to the sexual offenses crisis center project. The paper includes representative data collection forms and provides a practical nucleus for others involved in such evaluations.

Presented April 10, 1980, Eastern Community College Social Science Association Annual Meeting in Baltimore, Maryland

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As an attempt to provide support to victims of rape and related sexual offenses, the Sexual Offenses Crisis Center* began in the spring of 1977 supported by a grant from the Law Enforcement Assistance Administration. Ascertaining the performance of such a program is not only desirable, but also required as a condition for Federal funding. Early conceptualization of a procedure for evaluation prior to program implementation allows data collection procedures to be built into the program's daily life activity rather than being superimposed at a later point.[1] The planning and implementation of the Center included a plan for such a process. This work describes the procedure which was derived and which was employed in the first year of Center operation. Though a portion of the evaluation results is provided as an example, a comprehensive data analysis is not the goal of this work.

As Weis indicates, social programs are most certainly "political creatures."[2] The data collection procedures for monitoring and evaluation were derived to measure the level of Center performance for Local, State and Federal governmental agencies. The method employed to generate this evidence was gathered consistent with two classic evaluative concerns. First, there is a need to know whether the program is doing what it is funded to do, and, secondly, it is

*Sexual Offenses Crisis Center, Annapolis, Maryland

critical to determine the social impact of the program.[3] Hence, program "monitoring" and "evaluation" (respectively) were the two general areas for which data needed to be collected.

MONITORING AND EVALUATION - DEFINITIONS

In short, MONITORING includes an ongoing assessment of the extent to which program objectives as outlined in the approved program proposal are being accomplished.[4] EVALUATION deals with the extent to which the program is responsible for stated social goals as measured on relevant output measures.[5] The Law Enforcement Assistance Administration provides the following guidelines for such evaluation and monitoring (here paraphrased):

1. To provide internal assessment of each project.
2. To monitor the implementation, operation and results of the project.
3. Monitoring must compare activities carried out with activities and results specified in the grant application.[6]

Furthermore, the guidelines suggest a number of possible monitoring techniques which specifically include:

1. Examination of subjective and objective results of the project.
2. Assessment of the progress and problems to date.
3. Effective reporting procedures documenting project performance.[7]

These three procedures were actively employed in the monitoring and the evaluation of the Sexual Offenses Crisis Center.

MONITORING MEASURES

A Center Data Collection form was created to measure the actual performance of the Center in light of the project's proposed goals. In summary these goals were:

1. To provide a twenty-four hour hotline and crisis service to victims of sexual assault.
2. To provide a companion who will aid the victim of sexual assault during medical treatment, police investigations, and court procedures.
3. To provide immediate and long-term counselling services to victims, their families, and significant others.
4. To provide transportation as necessary for the victim to seek initial and follow-up medical treatment.
5. To provide in-service training for police, attorneys, and hospital staff to sensitize them to the needs of victims.
6. To develop and disseminate information to the public about the facts and problems related to rape and sexual assaults.
7. To train a cadre of Center volunteers to provide crisis support.

The Project's contacts and results were measured by responses to appropriate items relative to project goals. In essence project goals were operationalized through the items on the Data Collection Form (appendix, pp. i & ii).

MONITORING PROCEDURES

The content of the monitoring information and, hence, the construction of the data collection instrument was based on three criteria:

1. The information needs of the program director and center staff.
2. The stated program objectives listed in the proposal.
3. The general LEAA guidelines as outlined above.

To meet these criteria an information system was derived. Information flowed through the monitoring system in the following manner:

1. Each Center contact (telephone call, face-to-face, counselling, hospital contact by Center personnel, etc.) is reported by a Center volunteer or staff person by way of the data collection instrument.

2. Data was reviewed for completeness and transformed to a new document when necessary by the Center Director. To maintain confidentiality the left keypunch strip is severed and forwarded to the program evaluator. The right hand documentation portion is maintained in a call record file at the Center. Data was forwarded monthly.

3. Data was keypunched, processed and analyzed by the program evaluator quarterly with reports issued to the program director, for distribution to LEAA and local agencies in uniform manner in July 1977, October 1977, January 1978, and April 1978. (See Appendix p.iii)

EVALUATION PROCEDURES

As indicated earlier, program evaluation deals with a more transcending question than monitoring: whether the project is having an effect on the social environment in which it operates. For such research, classic research design is usually most desirable, that is, a pre-test of a given situation, the insertion of the project, and then a post-test. Meanwhile, control groups (groups for which the

project has not been inserted) are reviewed.[8] Unfortunately, most program evaluators realize that rarely can this design be used. Rather, another design was employed which provided a measure of the Center's effectiveness: Time Trend Projection. Time Trend Projections compare what actually occurred regarding some output measure in light of what probably would have occurred in past and present conditions had been projected into the future. [9]

EVALUATION MEASURES

In any social phenomenon measurement of intensity, presence or absence is rarely done directly. Rather, some tangible indication of the phenomenon's occurrence is necessary. For sexual assault, that which may be measured is vague at best. For this project some standard measures with time transcendence were selected to determine the effectivenss of the program. These were -

a) Actual Reported Rapes/Assaults (to AA County, Annapolis City and Maryland State Police) by year.

b) The Rape/Assault rate for "a" by year.

The rationale for the use of these output measures is that each is demonstrative of the social system which surrounds the reporting, trial and punishment of or rehabilitation of offenders as well as the all important delivery of Center services to victims.

MONITORING REPORT

Monitoring reports were completed and submitted on a quarterly basis. In general, the Center responded to all categories of proposed goals outlined in the Center proposal. The overall summary of general categories of Center activity was outlined in a quarterly report format (appendix, p.iv).

DEMONSTRATION OF EVALUATION PROCEDURE

Utilizing the measures and the techniques outlined earlier, the effect of the Sexual Offenses Crisis Center was measured by making readings on the two measured output indicators: actual and attempted reported rapes and reported rape rates. In light of comparison, rape rates for Anne Arundel and a neighboring county will be provided.

The actual number of rapes and attempted rapes may never be known. It is generally conceded that actual reported and attempted rapes are somewhat less than the actual occurrence of the behavior in our society. Before remediation of the sexual assault problem can begin, sexual assault must be reported to law enforcement agencies. Since the Center's goals correspond to the remediation of the sexual assault problem through support of victims and promoting general public awareness in support of reporting sexual assaults to law

enforcement agencies, the actual number of reported attempted and actual rapes should increase significantly after a Sexual Offenses Center is introduced in an area. This hypothetical statement would hold true if the Center were acting as a force which influences the remediation of the sexual assault problem. As Table # 1 (appendix, p. v) and Figure A indicate, reported actual and attempted rapes have increased drastically (57%) in 1977, the year the Center came into being. Prior to 1977 reported rape had increased only modestly (1975-1976, 5.6%, for example). If one projects reported rapes for each year from 1973 - 1976 into 1977, past experience would dictate only 79 reported actual and attempted rapes for the year. The actual figure, 118, is at extreme variation from what one would expect.

How can this variation be explained? Certainly it could be argued that population increases might well influence to some extent the inflation of this figure. As Table #1 (appendix, p.vi) and Figure B reveal, when a rape rate is calculated relating the frequency of rape to county population, one finds approximately the same percent increase for Anne Arundel County: 52%. One might further point out that general attitudes toward reporting rape are being liberalized in our society as a whole and the radical increase in reported rapes is simply a "sign of the times". Were this argument true a comparable

county in a comparable location would experience major changes in the rate of reported rapes. Though many counties were not reviewed, (an admitted shortcoming) a neighboring metropolitan county was compared. No major increase of reported rape in 1977 which could be attributed to "general societal awareness" is indicated. Rather, when comparing the neighboring county data with the Anne Arundel data something far more interesting emerges. If one looks for extreme increases in reported rape rates in the two jurisdictions, we find 1974 to be significant for the neighboring county and 1977 significant for Anne Arundel. Though correlative and possibly by coincidence, the Sexual Assault Center of the neighboring county began in 1974, Anne Arundel's Center in 1977.

ITEMS NOT COVERED IN THE EVALUATION AND FUTURE CONCERNS

In a project of this magnitude some areas of concern are either inadvertently or intentionally neglected. First, the "daily life" operation of the Center was not scrutinized by this project. "Spot-checks" on Center operation were not made. The project did not attempt to provide results at this level. Hence, efficiency of Center ("how fast") was not measured while frequency ("how many") was demonstrated. Secondly, the degree to which Center activity and energy was focused on each of the goal areas was not measured

in light of its magnitude. Clearly, readjusting priorities or reexamining Project Goals is possible now only in light of the collection of the first year's data. Decisions to readjust Center functioning were not within scope of this project but lie in the hands of the project administrators and county government officials.

In light of these areas of concern, consideration for future research emerged. The increased volume of reported and attempted rapes stimulated by the presence of the Center is likely to put a heavy burden on the court system in Anne Arundel County. This burden is not likely to subside immediately if the neighboring county's experience is any indication of what the future has in store after the introduction of such a Center. In a similar manner, assuming the presence of Police and Center activity over the next year, the volume of reported actual and attempted rapes in Anne Arundel County should increase in the forthcoming year but at a greatly reduced rate over this year's statistics. The pattern of the neighboring county would underscore this assertion.

This paper and its appendix have provided an overview of a process by which a sexual offenses crisis center may be monitored and evaluated. A brief example of the evaluation results has been presented and discussed with the procedure's shortcomings and a discussion for future research.

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A P P E N D I X

CASE IDEN. I (1-4)_ _ _ _ Case I.	I. Case# _ _ _ _ Name: Address:
(5-9)_ _ _ _ _ Zip (10-15)_ _ _ _ _ _ Date (16) 1 am 2 pm (17-20)_ _ _ _ Time	ZIP: _ _ _ _ _ Phone: Date of Contact: _ _ _ _ _ _ mo. day yr. Time of Contact: (1) am__ (2) pm__ Actual Time: _ _:_ _
REASON II. (21) 1 a (22) 1 b (23) 1 c (24) 1 d (25) 1 e (26) 1 f (27) 1 g (28) 1 h (29) 1 i (30) 1 j	II. WHAT IS THE REASON FOR THE CONTACT? a. To Report An Assault b. To Seek Counseling and Support c. To Clarify a Sexual Assault Situation d. To Seek Follow-Up Information on an Assault e. To Provide Follow-Up Information on an Assault f. To Seek Information on the Center's Services g. To Request General Information on Sexual Assault h. To Request Sexual Offenses Educational Presentation i. To Request A Speaking Engagement by Center Personnel j. Other (Specify:)
NATURE OF CONTACT III. (31) 1 2 3 Before? (32-33) Person Contacting 1 2 3 4 5 6 7 8 9 10 11 12 13 14	III. HAS THIS PERSON CONTACTED THE CENTER BEFORE? (1) Yes (2) No (3) Unknown IF THE CASE WAS REPORTED PRIOR TO THIS CONTACT, PULL FOLDER AND GO TO # VII, PAGE 2, "CENTER'S RESPONSE" IF CONTACT PERTAINS TO AN ASSAULT, START HERE PERSON REPORTING THE ASSAULT (1) Victim (7) Sister of Victim (2) Spouse (8) Other Family Member (3) Mother of Victim (9) Physician (Name: (4) Father of Victim (10) Attorney (Name: (5) Friend of Victim (11) AA County Police (6) Brother of Victim (12) Md. State Police (13) Annapolis Police (14) Other (Specify:
ASSAULTED PERSON IV. (34) 1 2 Sex (35-36) _ _ Age (37) 1 2 3 4 5 6 Race (38-39) _ _ Education (40)_ _ _ _ _ _ _ _ _ _ _ _ _ Occu. (41) 1 2 3 4 5 6 Mar. Sta. (42-43) _ _ # Children (44) 1 2 Assaulted Before?	IV. ASSAULTED PERSON PROFILE a. Sex (1) Female (2) Male b. Age _ _ (actual) Date of Birth _ _ _ _ _ _ mo. day yr. c. Race (1)White (2)Black (3)Oriental (4)Hispanic (5)Other (6)Unknow d. Education _ _ (in years formal education) e. Occupation_ _ _ _ _ _ _ _ _ _ _ _ _

THE ASSAULT CONTINUED V.	Type of Assault (Cross Out Appropriate Numbers)
(62) 1 a	a. Vaginal intercourse
(63) 1 b	b. Cunnulingus
(64) 1 c	c. Fellatio
(65) 1 d	d. Analingus
(66) 1 e	e. Insertion of object in vagina
(67) 1 f	f. Insertion of object in anus
(68) 1 g	g. Touching genital area
(69) 1 h	h. Touching anal area
(70) 1 i	i. Touching other intimate areas
(71) 1 j	j. Insertion of other body part other than penis, mouth or tongue in vaginal area
(72) 1 k	k. Insertion of other body part other than penis, mouth or tongue in anal area
(73) 1 l	l. Other (Specify:)
(74) 1 m	m. Not a sexual assault
(75) 1 2 3 Witness	Was the Assault Witnessed by anyone? (1) Yes (2) No (3) Unknown
	If "yes", whom?
	Indicate:

ASSAILANT VI.	VI. ASSAILANT PROFILE
(76) 1 2 Sex	a. Sex (1) Male (2) Female
(77) 1 2 3 4 5 6 Race	b. Race: (1)White (2)Black (3)Oriental (4)Hispanic (5)Other (6)Unknown
(78-79) __ __ Number	c. Number of Assailant __ (actual number)
(80) 1 2 Known	d. Was the Assailant known to the Victim? (1) Yes (2) No
Begin card #2	If "yes", indicate how the assailant was known and identify the assailant's relationship:
Repeat Case #	
(1-4) __ __ __ __	
(5) 1 2 3 Weapon	e. Was a Weapon Used? (1) Yes (2) No (3) Unknown
	If "yes", describe the weapon:

CENTER'S RESPONSE VII.	VII. CENTER'S RESPONSE
(6) 1 2 Companion	a. Companion sent? (1) Yes (2) No (Who?
	Date sent:
(7) 1 Transportation	b. Transportation Provided (To-
(8) 1 2 3 Phone	c. Phone Counseling (1)Victim (2)Victim's Family (3)Both
(9) 1 2 3 Face	d. Face-to-face counseling (1)Victim (2)Victim's Family (3)Both
(10) 1 Case information	e. Provided Case Related Information
(11) 1 Gen. information	f. Provided General Information on Sexual Assault
(12) 1 Ed. Program	g. Set up Educational Program or Workshop
(13) 1 Speaking	h. Set up Speaking Engagement
(14) 1 Agency	i. Referred to other Agency (Which agency:
(15) 1 Other	j. Other:

SUMMARY VIII.	VIII. SUMMARY	Date mo. day yr.	Type of contact
(16-21) __ __ __ __ __ __	a. Initial Center Contact	__ __ __ __ __ __	
(22-27) __ __ __ __ __ __	b. Reported to Police	__ __ __ __ __ __	
(28-33) __ __ __ __ __ __	c. Reported to Hospital	__ __ __ __ __ __	
(34-39) __ __ __ __ __ __	d. Legal Assistance	__ __ __ __ __ __	
(40-45) __ __ __ __ __ __	e. Press Charges	__ __ __ __ __ __	
(46-51) __ __ __ __ __ __	f. Trial	__ __ __ __ __ __	
(52-57) __ __ __ __ __ __	g. Trial Outcome	__ __ __ __ __ __	
(58) (1) Yes (2) No	h. Conviction? (1)Yes (2)No		

Cut here

Report Date:

QUARTERLY SUMMARY - SEXUAL OFFENSE CRISIS CENTER

QUARTER:

DATES:

I. SUMMARY OF CENTER ACTIVITY

	MONTH:	MONTH:	MONTH:	TOTAL
CASES ORIGINATED AND ON FILE**				
DOCUMENTED CONTACTS				
REQUESTS FOR CENTER SERVICES				
CENTER RESPONSES				

II. EXPANDED OVERVIEW OF CENTER ACTIVITY

Page 2 of this data summary provides an expansion of the overview presented above beginning at the "REQUESTS FOR CENTER SERVICES" level.

Page 3 will provide a verbal summary.

** In explanation of the categories presented above:

"Cases originated and on file" -- As indicated in the discussion of information flow earlier in this report, each new contact regardless of the kind of Center service requested is issued a case number. Such contacts fall under this category.

"Documented Contacts" -- Each case may initiate one or more contacts. Each contact is associated with an existing case number, if possible, or a new case number is issued.

"Requests for Center Services" - Each contact may result in one or more requests for Center services.

"Center Responses" -- Each request is met with a Center response, the type and number which are here categorically indicated.

QUARTERLY SUMMARY

NATURE OF CONTACT OR REQUEST FOR CENTER SERVICES

	Month:	Month:	Month:	Total
Reporting an Assault				
Seeking Counseling & Support				
Clarifying an Assault Situation				
Follow-up info. on an Assault				
Providing Follow-up info.				
Seeking info. on Ctr. Services				
Seeking general info. on Sex. As.				
Request for an Educational Pres.				
Request for a Speaking Eng.				
Other				
TOTAL				

CENTER RESPONSE	Month	Month	Month	Total
Companion sent				
Transportation provided				
Phone Counseling				
a) Victim				
b) Family				
c) Both				
Face-To-Face Counseling				
a) Victim				
b) Family				
c) Both				
Provided case-related info.				
Provided Gen. info. on Sex As.				
Set up an Ed. Program/workshop				
Set up Speaking Engagements				
Referred to other Agency				
Other				
TOTAL				

TABLE 1
ESTIMATED RATE OF ACTUAL AND ATTEMPTED RAPES
IN ANNE ARUNDEL AND A NEIGHBORING COUNTY, 1977

	Anne Arundel		Neighboring	
	Rapes-Actual & Attempted	Rape Rate	Rapes-Actual & Attempted	Rape Rate
1973	70	21.5	197	29.4
1974*	91(71)	27.3(21.3)	264	39.2
1975	71	20.7	288	42.6
1976	75	21.1	315	46.5
1977**	118	32.2	296	43.5

* Year Sexual Offenses Center opened in neighboring county.

**Year Sexual Offenses Center opened in Anne Arundel County.

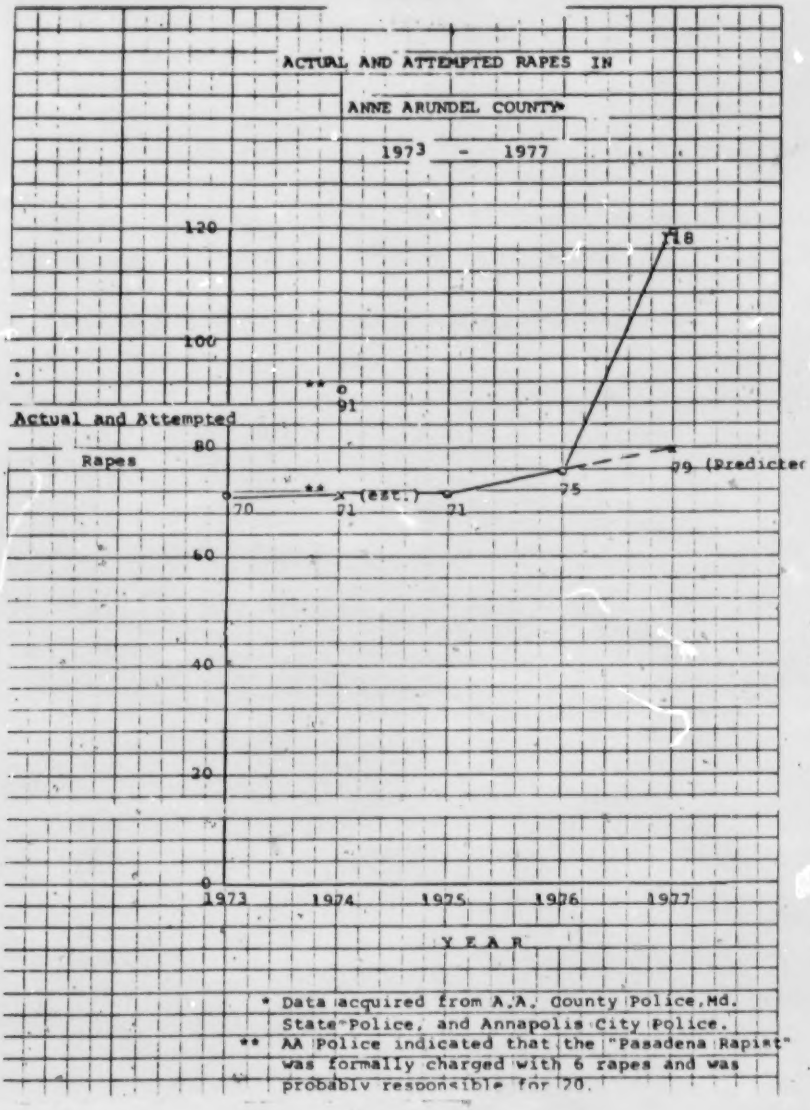

FIGURE A

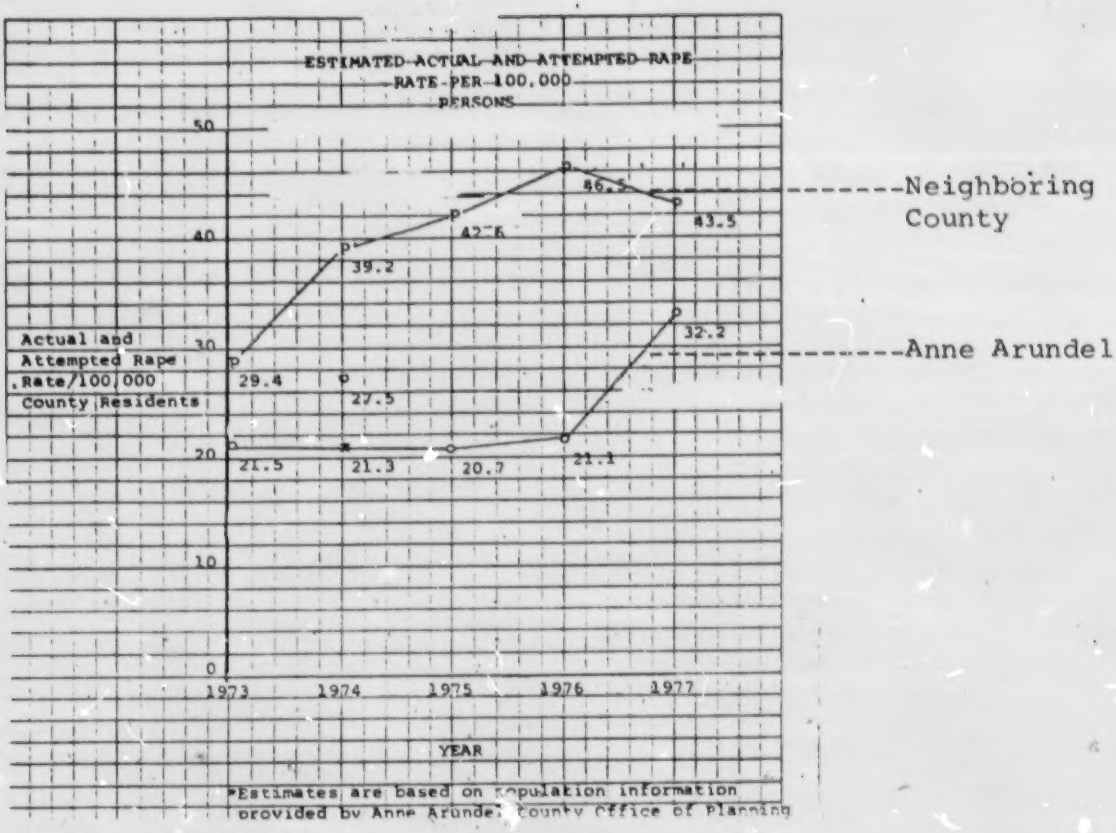

FIGURE B

ERIC Clearinghouse for Junior Colleges
96 Powell Library Building
University of California
Los Angeles, California 90024

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